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11 OCT 1974

MEMORANDUM FOR: Chairman, SIGINT Committee

SUBJECT : Letter of Instruction

1. As Chairman of the SIGINT Committee, your prime function is the identification of requirements and opportunities for SIGINT coverage derived from those substantive needs of intelligence users to which SIGINT can best contribute. In this you should project those needs for planning purposes both for national SIGINT and those SIGINT activities in support of the departmental and military command users. Specifically, I would like you, in consultation with the NIOs, to be the USIB coordinator for the Intelligence Community requirements for SIGINT.

2. The National SIGINT Plan will be developed by DIRNSA as the best way to structure the SIGINT Community to meet those requirements. I would expect you and your committee to review the National SIGINT Plan and provide your views and recommendations of its adequacy to the Director, NSA, the D/DCI/IC, and myself.

3. We need to rework our SIGINT requirements mechanism. I want you to seek improvement in expressing the Community's real needs so as to assist the Director, NSA, in executing his responsibilities for the planning and operation of the US SIGINT system. Such a mechanism should be able to accommodate the overall intelligence guidance promulgated in my "Perspectives" and "Objectives" and be responsive to the Key Intelligence Questions (KIQs) and to current expressions of needs by the NIOs and consumers of the SIGINT product within and without the Community. Your focus should be on translating

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the overall SIGINT needs of the users into specific SIGINT-oriented guidance of value to NSA.

4. I am concerned that there are many requirements "on the books" which cannot be fully substantiated. I would like you to take a hard look at all existing SIGINT requirements, revalidating those which stand the test and eliminating those requirements which can no longer be adequately justified. It would be useful to make a separate list of both. You should look to the NIOs and the Intelligence Community guidance I have issued to assist you in your review. A significant aspect of your effort will be to examine those unique military requirements which can be satisfied by the US SIGINT system. Here again, I am interested in identifying the resources which can be applied to both national and force support needs and those which are unique to each.

5. In providing leadership for better discipline in SIGINT requirements, I also expect you to challenge those requirements which can be satisfied better or in part by other sensors or collection means, i.e., PHOTINT, HUMINT, RADINT, etc. In so doing, you should refer to and consult with appropriate USIB committees on those requirements which reflect a multi-sensor configuration to the end that requirements levied on the SIGINT system recognize the essentiality of the SIGINT contribution.

6. Once a revalidated requirements base has been established, it will be important for you to monitor the system on a continuing basis to assess the extent to which available SIGINT resources can respond to these requirements. It may be necessary for you to seek adjustment in priorities and to identify issues which may arise as a result of contingencies, new opportunities, or resource shortfalls. Your recommendations on these matters could be very useful in my consultations with the USIB and the IRAC.

7. I would like your committee to continue to prepare the initial input for the SIGINT national reconnaissance program. As with other requirements, the needs should be really scrubbed to ensure that only the most important are driving this program.

8. The SIGINT system is not complete without evaluation. To answer whether we are getting the best product for the money, it is necessary that you pursue, with the USIB participating agencies, the D/DCI/IC and the D/DCI/NIO, the means whereby value of SIGINT product can be judged. This will help close the loop in your study of requirements and help redirect efforts and/or define new initiatives to include R&D undertakings, as appropriate.

9. The US SIGINT resources have had some severe cutbacks. While second and third party collection as well as remoted, non-military US installations may offer some resource saving alternatives, it is apparent that in crisis situations these SIGINT assets are often lost or become unreliable. It is particularly in these crisis situations that we heavily rely on SIGINT. Backup plans and alternatives for our current SIGINT resources are needed and should be included in our National SIGINT Plan. Your review of that plan should include comments on its adequacy in this regard.

10. I would expect you to continue to advise me, the USIB, and the Chairman of the USIB Security Committee on policy matters regarding SIGINT security.

/s/ W. E. Colby

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DCI/IC/CS/S/1s (10/8/74)

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